



#1 – Transportation

State Emergency Support Function Annex

Hawai'i Emergency Management Agency

August 2019

STATE OF HAWAI'I
EMERGENCY
OPERATIONS PLAN



SESF #1 TASKED AGENCIES

State ESF Primary Agency:

Hawai'i Department of Transportation

State Support Agencies:

Department of Land and Natural Resources

State Non-Profit and Private Sector Support Agencies:

Airline Operators

Maritime Transportation Partners

Federal ESF Coordinating and Support Agencies

U.S. Department of Transportation

U.S. Coast Guard

U.S. Army Corp of Engineers

Federal ESF Primary Agency:

U.S. Department of Transportation

ESF Coordinating and Primary Agency:

(Note: Not every county uses an ESF structure to organize their Emergency Operations Centers. For counties that do not use the ESF structure, the agency listed serves in a role that is equivalent to an ESF Primary Agency.)

Hawai'i County: Department of Public Works

Maui County: Department of Public Works

City and County of Honolulu: Department of Public Works

Kauai County: Department of Public Works



RECORD OF CHANGES

Change Number	Date of Change	Section Changed	Summary of Change
1			
2			
3			
4			
5			
6			
7			



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1. INTRODUCTION

1.1 PURPOSE

1. State Emergency Support Function (SESF) #1 – Transportation is responsible for the maintenance and restoration of transportation systems and transportation infrastructure, including highway, marine and aviation systems.
2. The purpose of this Annex is to:
 - a. Define the activities that fall within the scope of State Emergency Support Function (SESF) #1 – Transportation.
 - b. Identify the agencies with responsibilities under this SESF.
 - c. Describe how tasked agencies will coordinate to execute missions assigned to the SESF during an emergency or disaster.

1.2 SCOPE

1. The scope of SESF #1 includes the following activities:
 - a. Prevention, protection and mitigation against impacts to the state’s transportation systems and infrastructure before an event, and the restoration and recovery of these systems when disrupted or damaged during a disaster or emergency. This includes execution of Hawai`i Department of Transportation (HDOT) statutory responsibilities, including the management of the state’s harbors, airports, and highways, and the safety and security of the State’s transportation systems.
 - b. Support to state and county governmental agencies, voluntary organizations, nongovernmental organizations, and the private sector in the management of transportation systems and related infrastructure during domestic threats or in response to incidents.
2. SESF #1 is not responsible for the movement of goods, equipment, animals or people.
3. This Annex applies to all hazards that impact the state of Hawai`i.

1.2.1 DEFINITIONS

1. The term “transportation systems”, as used in this annex and all supporting plans and documents, includes the following modes of the State’s transportation system:
 - a. Aviation
 - b. Highways and other roadway facilities
 - c. Maritime



2. SITUATION AND ASSUMPTIONS

2.1 SITUATION OVERVIEW

1. HDOT operates and maintains eleven (11) commercial service airports, four general aviation airports, nine commercial harbors, and 2,450 miles of highway.
2. Airports and seaports are particularly vulnerable to natural hazards and are likely to sustain damage. Access to harbors and airports are a significant concern due to the need to evacuate visitors and receive response personnel and relief supplies from the other islands and the continental United States. Initial response support will focus on emergency access to the distribution routes, rapid restoration of airports and restoration of port operations.
3. Hawai'i is particularly vulnerable to any disruption of the transportation system given the state's overwhelming reliance on imports for essential commodities, which primarily arrive via ship into Honolulu Harbor, the state's only deep-water port, and Kalaeloa Harbor in Barbers Point. Commodities are then shipped to neighbor islands by barge. Some commodities, such as fuel, are 100% imported.
4. Most of the runways at the state's commercial airports are in inundation areas and may be closed until damage assessment and debris removal efforts are complete.

2.2 ASSUMPTIONS

SESF #1 planning is based on the following assumptions:

1. Roads and bridges immediately surrounding the affected area will be damaged, blocked by debris or heavily congested, impairing emergency transportation to, from, and within the area.
2. Signs, signals and other types of markers that facilitate traffic movement and control, will be damaged or destroyed.
3. Communications for transport facilities and services will be disrupted.
4. In a hurricane or tsunami, commercial harbors and airports may face extended closures until damage assessments and debris removal efforts can be completed.
5. The extended closure of Honolulu Harbor will have statewide impacts and rapidly lead to shortages of essential commodities.
6. Air cargo operations cannot be scaled to bring in the volume of goods needed to sustain the state if commercial harbors are closed.

3. ROLES AND RESPONSIBILITIES

The following section outlines the roles and responsibilities assigned to state agencies and private sector partners to ensure SESF #1 activities are performed in a coordinated, efficient and effective manner.

This document does not relieve tasked agencies of the responsibility for emergency planning; agency plans should adequately provide for the capability to implement the actions identified below.

3.1 GENERAL DUTIES OF ALL SESF #1 AGENCIES

All agencies assigned to SESF #1 are responsible for the following, in addition to the agency-specific duties listed later in this section.

BEFORE AN EVENT

1. Designate primary and alternate SESF #1 representatives, who shall be responsible for coordinating with internal department stakeholders, the SEOC and other SESF #1 agencies to ensure successful execution of duties assigned in this Annex. Notify HI-EMA of any changes to assigned contacts.
1. Maintain this Annex and conduct joint planning to further develop, document and refine procedures and processes for interagency coordination of SESF activities.
2. Participate in SESF #1 meetings, training and exercises.
3. Ensure internal agency readiness to execute SESF duties assigned in this Annex. Ensure SESF responsibilities are addressed in agency plans, sufficient agency personnel are assigned and trained to support the SESF, required resources are identified and contingency contracts or mutual aid plans are in place to address gaps.
1. Identify contingency contracts with vendors for services or equipment that may be required to execute the department's SESF #1 duties during an emergency.

DURING AN EVENT

1. Coordinate with other SESF #1 agencies and the SEOC to fulfill requests for assistance or information. Coordinate actions with counties, other SESFs or federal ESFs as appropriate.
2. Activate, assign and track department resources to fulfill SESF mission assignments. Ensure financial and property accountability for agency resources used in support of SESF #1.
3. Provide situational awareness of SESF #1 activities to the SEOC.
4. Represent the SESF at the SEOC and other incident sites as requested.

3.2 SESF PRIMARY AGENCY

1. The Hawai'i Department of Transportation (HDOT) serves the Primary Agency for SESF #1.
2. Primary Agencies serve as the principal contact for HI-EMA on issues related to the SESF and provide overall management of both preparedness and response activities.

3. SESF Primary Agencies have additional responsibilities related to management of SESF activities.

BEFORE AN EVENT

- a. Coordinate SESF preparedness activities, including convening quarterly planning meetings and ensuring SESF #1 participation in applicable trainings and exercises.
- b. Lead the development, review and refinement of SESF #1 plans, Standard Operating Guidelines (SOGs), job aids and/or other written resources to document operational processes and procedures.

DURING AN EVENT

- c. Notify Support Agencies when SESF #1 is activated by the SEOC.
 - d. *Notify* Support Agencies when the SESF is activated by the SEOC and provide a representative to the SEOC during activation hours.
 - e. Prioritize requests for SESF #1 assistance using incident objectives and work with Support Agencies to identify and direct required resources.
 - f. Provide SESF #1 information to *SESF #5 – Information and Planning* to include in Situation Reports, Incident Action Plans (IAPs) and other products as requested.
 - g. Provide updates to the SEOC on the status of SESF mission assignments. Notify the SEOC Operations Section if the SESF is unable to fulfill assigned missions.
4. The following are agency-specific duties of the SESF #1 Primary Agency that are in addition to the general duties outlined above.

Primary Agency	Agency Functions
Department of Transportation <u>Division(s)</u> Airports Division Harbors Division Highways Division	<ol style="list-style-type: none"> 1. Issue appropriate warnings or, as appropriate, coordinate closure of state airports, roadways, bridges, tunnels and harbors in anticipation of, or in response to, unsafe conditions. 2. Provide signage and barricades to control access to hazardous routes if resources are available. 3. Assess damage to the transportation infrastructure. Identify, prioritize and coordinate repairs and reconstruction activities. 4. As appropriate and feasible, coordinate with partners from the affected county, federal agencies and the private sector to assist in the establishment of temporary alternate ports or identification of alternate routes when systems or infrastructure are damaged or unavailable. 5. Coordinate the abatement of construction and maintenance projects for transportation infrastructure during an emergency or disaster. 6. Support the flow of land, air, and marine traffic into and out of the disaster area for the effective movement of relief supplies, personnel and equipment. 7. Provide support to evacuation operations at airports.



Primary Agency	Agency Functions
	8. Provide representatives to the Debris Management Task Force when activated

3.3 SUPPORT AGENCIES

1. Support Agencies, as defined by the **HI-EOP**, have specific capabilities, expertise or resources that can assist Primary Agencies in executing missions assigned to the SESF by the SEOC.
2. The following are specific responsibilities for the Support Agencies for SESF #1 that *are in addition to the general duties of all SESF #1 agencies listed in Section 3.1.*

3.3.1 STATE SUPPORT AGENCIES

1. The following are specific responsibilities for the Support Agencies for SESF #1 that are in addition to those listed above.

Support Agency	Agency Functions
Department of Land and Natural Resources <u>Division(s)</u> Division of Boating and Ocean Recreation Division of Forestry and Wildlife	<u>Division of Boating and Ocean Recreation</u> <ol style="list-style-type: none"> 1. As appropriate, direct evacuations of small boat harbors to protect life and property. 2. Coordinate messaging to vessel owners about the protection of property and the need to be well supplied if evacuating as a rapid return to port may not be possible if small boat harbors sustain damage. <u>Division of Forestry and Wildlife</u> <ol style="list-style-type: none"> 3. Provide personnel and equipment for clearing roads when available. 4. Provide a representative to the Debris Management Task Force when activated.

3.3.2 PRIVATE SECTOR AND NON-PROFIT SUPPORT AGENCIES

Support Agency	Support Agency Functions
Air Carriers	<ol style="list-style-type: none"> 1. Provide a representative to coordinate with Airport EOCs when activated. 2. Implement protective measures to ensure the safety of personnel and secure equipment and facilities when notified of a potential threat to airports. 3. Keep HDOT Airports informed of impacts to operations and timelines for restoration.



Support Agency	Support Agency Functions
Maritime Transportation Partners	<ol style="list-style-type: none"><li data-bbox="358 254 1276 285">1. Participate in port restoration efforts led by the U.S. Coast Guard (USCG).<li data-bbox="358 310 1511 380">2. Implement protective measures to ensure the safety of personnel and secure equipment and facilities when notified of a potential impact to sea ports.<li data-bbox="358 405 1536 478">3. Keep HDOT Harbors and USCG informed of impacts to operations and timelines for resumption of operations.

4. CONCEPT OF OPERATIONS

4.1 GENERAL

1. The Hawai'i Department of Transportation (HDOT) is the Primary Agency for SESF #1 and leads preparedness and response activities in coordination with Support Agencies.
2. SESF #1 will be activated by the State Emergency Operations Center (SEOC) when damage or disruption to the state's transportation systems and infrastructure is expected or has occurred. SESF #1 agencies will assign personnel to support activities within the scope of the SESF.
3. The Primary Agency will be notified by the SEOC when the SESF #1 is activated. The Primary Agency is responsible for notifying Support Agencies. If an SESF representative cannot be reached, that agency's EMO should be contacted to request an alternate point of contact. A list of current contacts is maintained in the 'State Contact List' section of WebEOC.
4. When activated, the Primary Agency may be required to have a representative in the SEOC during activation hours. In most cases, the HDOT Emergency Management Officer (EMO) will represent the agency in the SEOC. If requested, Support Agencies will also send a representative to the SEOC. Otherwise, Support Agencies will work from their offices or Department Operations Centers (DOCs) to monitor and update WebEOC and provide requested support.

4.2 KEY ACTIONS

4.2.1 PREPAREDNESS

1. SESF #1 agencies work together in the preparedness phase to ensure readiness to readiness to implement effective and efficient response and recovery activities within the scope of SESF #1.
2. Preparedness activities for SESF #1 include:
 - a. Developing, reviewing and refining SESF #1 plans and Standard Operating Guidelines (SOGs) that address specific operational processes and procedures.
 - b. Ensuring adequate levels of training for personnel that will support SESF #1 during a disaster to include debris management and technical training on emergency procedures and rapid assessment techniques.
 - c. Participating in exercises to test, refine and validate SESF #1 procedures.
 - d. Developing, reviewing, refining and maintaining lists of all resources under the control of agencies listed in this plan that can support the execution of SESF #1 duties.



4.2.2 RESPONSE

4.2.2.1 INITIAL RESPONSE ACTIONS

1. Immediately upon notification of a threatened or occurring incident, consideration is given by ESF #1 toward:
 - a. Providing appropriate representation at the SEOC.
 - b. Initiating the collection and distribution of situational awareness information to and from SESF #1 agencies, federal partners, private sector transportation partners, county EOCs and the SEOC.
 - c. Implementing protective measures to reduce and contain incident impacts to lives, property and the environment. As necessary, coordinate actions with the U.S. Coast Guard (USCG) related to operations at harbors and the Federal Aviation Administration (FAA) on issues related to airport operations.
 - d. Conducting an initial damage assessment of state transportation systems and assets, identifying unsafe sites that must be closed and issuing appropriate warnings.
 - e. Initiating debris clearance and emergency repairs to transportation facilities to ensure the movement of supplies, equipment, personnel and other aid required to support the response.

4.2.2.2 ONGOING RESPONSE AND INITIAL RECOVERY ACTIONS

1. In addition to continuing the above initial activities, #1 provides longer-term coordination of the following:
 - a. Conducting detailed damage assessments of state transportation systems and estimating costs.
 - b. Assisting affected county transportation authorities with detailed damage assessments of county transportation systems as requested.
 - c. Restoring operations at airports and ports that were disrupted by the incident.
 - d. Supporting debris removal operations from state transportation infrastructure and county roadways in coordination with SESF #3 – Public Works and Engineering.
 - e. Responding to other county requests for assistance assigned to SESF #1 by the SEOC.

4.2.3 LONG-TERM RECOVERY

1. As the incident transitions to longer term recovery, SESF #1 will deactivate. The decision to deactivate SESF #1 will be made by the Operations Section Chief.
2. Following large or particularly complex disasters, the Governor may appoint a State Disaster Recovery Coordinator (SDRC) to manage state support of county reconstruction efforts. Agencies that are part of SESF #1 may be assigned responsibilities for supporting this type of long-term recovery effort, but those duties are separate from and outside the scope of SESF #1.

4.2.4 MITIGATION

1. All SESF #1 agencies will take the following steps to support hazard mitigation, as applicable:
 - a. Providing input into updates of the *State of Hawai`i Hazard Mitigation Plan*
 - b. Identifying, supporting and/or implementing mitigation measures related to SESF #1 contained in the plan.

4.3 DIRECTION, CONTROL, AND COORDINATION

4.3.1 DIRECTION AND CONTROL

1. The SEOC serves as the central location for interagency coordination and decision-making, including all activities associated with SESF #1.
2. SESF #1 is part of the Infrastructure Branch of the Operations Section in the SEOC organizational structure.
 - a. SESF #1 reports to the Infrastructure Branch Director in the SEOC. If this position is not assigned, SESF #1 reports directly to the Operations Section Chief.
3. Activities of SESF #1 Support Agencies are, in general, coordinated by the SESF #1 Primary Agency representative in the State Emergency Operating Center (SEOC).

4.3.2 COORDINATION WITH OTHER SESFS

1. It is anticipated that SESF #1 will coordinate with other SESFs on the following:
 - a. **SESF #3 – PUBLIC WORKS AND ENGINEERING:** Debris clearance and removal operations.
 - b. **SESF #10 – HAZMAT AND OIL RESPONSE:** Management of contaminated debris and response to HAZMAT spills in waterways.
 - c. **SESF #12 – ENERGY:** Fuel requirements.
 - d. **SESF #13 – LAW ENFORCEMENT:** Traffic control, public safety and security at transportation hubs.
 - e. **SESF #15 – EXTERNAL AFFAIRS:** Public messaging regarding the status of ports, airports and state roads.
 - f. **SESF #20 – MILITARY SUPPORT:** All requests for Department of Defense – Hawai`i National Guard (HING) support will be made via SESF #20. Examples of HING resources that may support SESF #1 include air traffic control support and heavy equipment to assist with debris clearance operations.

4.3.3 COORDINATION WITH COUNTY EOCS

1. Each jurisdiction within the state is responsible for its own requirements. Only when local and mutual aid resources are exhausted or projected to be exhausted, or the required capability does not exist at the local level, may the jurisdiction request assistance from the state.



2. Many SESF #1 duties are executed under the statutory authorities of SESF #1 agencies. Execution of duties for state transportation systems have significant impact on, and require close coordination with, local jurisdictions and HDOT will have SESF #1 representatives in county EOCs.
3. HDOT may provide assistance to counties that falls within its statutory authorities without a Request for Assistance (RFA) being submitted by the county. Any county requests for assistance outside HDOT’s normal operations must be requested by counties through the RFA process.
4. HDOT will ensure the SEOC has visibility of SESF #1 support being provided to counties under its authorities.

4.3.4 COORDINATION WITH FEDERAL PARTNERS

1. If federal #1 is activated in response to, or in anticipation of, a presidential disaster declaration, SESF #1 will establish contact with the federal ESF Coordinating and Support Agencies and ensure daily coordination for the duration of the activation. USDOT is the federal agency with primary responsibility for federal ESF #1. Coordination may be required in the following areas:
 - a. Management of the airspace within and surrounding the disaster-impacted area.
 - b. Emergency highway funding for federally owned highways and highways on the Federal Aid System.
 - c. Hazardous material movement.
 - d. Damage assessment, including safety- and security-related actions.
2. In addition, SESF #1 may work closely with the following federal agencies:
 - a. **U.S. COAST GUARD (USCG):** SESF #1 works with USCG and maritime stakeholders to help support the restoration of domestic ports, shipping and related systems and infrastructure.
 - b. **U.S. ARMY CORPS OF ENGINEERS (USACE):** SESF #1 coordinates with USACE on issues related to restoration of navigable waterways, which is the agency with has statutory responsibility for this activity.

4.3.5 TASK FORCES

1. Task forces may be stood up during an event to address major response activities that require coordination across different levels of government and/or involve multiple state and federal ESFs.
2. SESF #1 will be part of the following task forces if they are stood up during an event:
 - a. Debris Management Task Force
3. SESF #1 may also be invited to participate on an ad hoc basis in the following task force if it is stood up during an event:
 - a. Energy Task Force



5. AUTHORITIES AND REFERENCES

5.1 STATE LAWS, REGULATIONS AND DIRECTIVES

1. Hawai'i Revised Statutes Chapter 127A – Emergency Management
2. Administrative Directive No. 15-01, Emergency Management Preparedness Policies for Departments

5.2 REFERENCES

1. USCG Sector Honolulu's Heavy Weather & Hurricane Plan

